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HAMILTON
SUPPLEMENTARY
SUBMISSION

HAMILTON-WENTWORTH
REGION
REVIEW COMMISSION

February 1978



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SUPPLEMENTARY SUBMISSION TO THE
HAMILTON-WENTWORTH REGION
REVIEW COMMISSION

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February 22, 1978

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SUPPLEMENTARY HAMILTON SUBMISSION TO THE HAMILTON-WENTWORTH REGION REVIEW COMMISSION

1 INTRODUCTION

The purpose of this supplementary submission is not to undertake a detailed rebuttal of the Wentworth submission. The objective rather is to expand on some aspects of the initial Hamilton submission, to provide certain requested information and to give greater emphasis to certain points that were covered in the earlier presentation. It is also felt necessary however to make brief references to the Wentworth submissions in order that certain misconceptions may be cleared up affecting the weight of the Wentworth position.

During the hearings, the Mayor of Hamilton described the process that was followed in developing the City's submission. It bears repeating. It is noted first that the consultants, in their professional capacities, had absolute freedom to propose and comment upon the content of the submission. Next, while Hamilton's submission was in preparation, the prime consultant met frequently with two City of Hamilton committees. The one, a committee of six senior appointed officials met on a dozen different occasions to review and comment upon the submission plans and to provide information for the use by the consultants in preparing the draft submission. The other, an eleven-member committee of Council, also met twelve times. Its members were kept informed on the development of the submission content and also had the opportunity to comment as the work proceeded. Formal action on the submission was withheld however until the entire statement had been completed in draft. Remaining members of City Council were free to sit in on the meetings of the Committee of Elected Representatives and, from time to time, most took advantage of that opportunity.

On two occasions during the week of January 23rd and on the following Monday, January 30th, all members of Council had the opportunity to meet and go over every page of the draft submission. The final meeting began in the early afternoon and continued until after 1 a.m. At the conclusion of that meeting the submission in its final form was endorsed unanimously. Thus Hamilton's submission is truly a product of its municipal government and is in accord with the wishes of its elected representatives.

On February 15th, the day following the public hearings, the full Council met once more to review the positions taken by Hamilton and the other five area municipalities at the public hearings and to make plans for this supplementary submission. There were 19 members in attendance including all members of the Board of Control. They received a report of the preparations that were being made for the supplementary submission, including a preliminary listing of topics that might be taken up in the submission. There was a thorough discussion in which most members of Council actively participated. At the conclusion of the meeting there was unanimous agreement that Hamilton's written submission had been presented satisfactorily at the public hearings and that, in consultation with the Mayor, the prime consultant should be entrusted with the preparation of the supplementary submission for circulation to Council and thereafter for submission to the Review Commission.

2 THE WENTWORTH SUBMISSIONS

The time available for the preparation of submissions to the Review Commission has been extraordinarily short. Consequently it should come as no surprise to the participants to find that some errors have crept into the texts of the submissions. Six mechanical or other minor errors have shown up in Hamilton's submission.

The authors of the nine volume Wentworth submissions have issued errata sheets listing 33 required changes. Close to two out of three such changes result in substantive amendment of the text.

Some further inaccuracies or analytical deficiencies of a substantive nature in the Wentworth submissions were addressed in eleven of the written questions that Hamilton was enabled to place before the Wentworth municipalities at the hearings. The Wentworth response has acknowledged and accepted responsibility for the significant shortcomings that Hamilton had discovered in ten of the eleven instances. As a result of Hamilton's further investigations, it would now appear that the eleventh error had been made by a municipal official serving as a source of Wentworth's information.

Hamilton's officials and consultants have read the Wentworth submissions and attempted in the time at their disposal to check the accuracy of certain statements and to evaluate the foundation of findings and conclusions. What Hamilton regards as a sizable number of serious imperfections have been found throughout the Wentworth submissions over and above those exposed through the exchange of written questions. In order to demonstrate that this opinion of the Wentworth submissions has some backing, we give examples of what has been found.

On Page III-2-14, the Wentworth submissions note their inability to obtain what they regard as "the requisite statistics" to analyze the changes in staffing of City departments. In the absence of such statistics they proceed to wonder if "the size of the City's legal staff may be larger than necessary." They go on to speculate that, with the required statistics, "possibly...no significant attrition in other (City) Departments such as Treasury and Engineering...would have been revealed." To plant such an idea in the minds of those reading the submissions is we suggest at the very least irresponsible, if not positively misleading. Since the advent of regional government, the staff at the Treasury Department had been reduced by approximately 12 per cent and the staff of the Engineering Department by some 60 per cent. That there were reductions of this order could have been determined by even the most casual enquiry to the heads of the departments concerned.

Elsewhere in the submission we are disturbed by the comparisons of road expenditures simply on a per mile basis. Surely such comparisons constitute an over-simplification that is apt to mislead. Between the roads within Hamilton and other parts of the Region there may be significant differences in the number of traffic lanes, in the volume of traffic carried in each lane, in the extent of bus and truck traffic to be accommodated, in the type of servicing including the weight of pavement that is required and in the presence or absence of curbs, gutters, catch basins and sidewalks. All these differences have a bearing on construction and maintenance costs. How can they be ignored in dealing with this subject?

Two further instances of substantive inaccuracy should perhaps be provided since one has a bearing on the position taken on a controversial issue by the Wentworth municipalities in their combined submissions and the other on the position presented by Hamilton in its submission.

On Page II-1-14-4 of the Wentworth submissions, a comparison is made between the costs of office accommodation for the Region at the Century 21 Building and the Hamilton City Hall. For the City Hall accommodation the amount of

floor space occupied, the cost per square foot per year, the number of square feet per person and the cost per person per year are each incorrect. The only accurate figure is the number of staff accommodated, 69 persons. The differences are significant as the following figures show.

| <u>City Hall Space</u> | <u>Total Floor Space in Square Feet</u> | <u>Cost Per Square Foot per Year</u> | <u>Number of Square Feet Per Person</u> | <u>Cost Per Person Per Year</u> |
|------------------------|---|--|---|---|
| | | \$ | | \$ |
| Figures in Submission | 12,000 | 7.08 | 173.9 | 1,231.88 |
| Corrected Figures | 18,458 | 6.75 | 267.5 | 1,805.67 |

The rate of \$6.75 per square foot charged by Hamilton is neither subject to extras nor to an escalation clause. It includes parking spaces for 102 cars. The cost of space in Century 21 is subject to increases over the base year 1975 for hydro, realty taxes and actual operating costs and it does not cover parking. Consequently the Region is being provided with space in the City Hall at a significantly more favourable rate than in the Century 21 Building. In addition, Hamilton has been making its Council Chamber available for meetings of the Regional Council at no charge.

The second statement that we challenge was brought in as oral evidence by an elected representative in the recent hearings. Hamilton's cautiously-stated contention on page 104 of its submission, that the new sewage treatment plant site in Dundas "may not be required if large-scale urban development does not occur in the Spencer Creek and Waterdown areas", was branded before your Commission as "an absolute falsehood." The source of our statement was our professional engineering evidence that we believe to be reliable and that was not contradicted by engineering evidence presented by the Wentworth municipalities.

The 1976 population for Dundas was 19,212 persons. We are informed that the capacity of the enlarged treatment plant on the old site is 40,000 people.

Taking into account the amount of room for growth below the escarpment and the anticipated rate and density of growth in the Dundas area in relation to growth elsewhere, we contend that our statement presents the position fairly.

We do not propose to dwell further on the subject of the accuracy of the Wentworth submissions beyond noting that undue preoccupation with quantitative coverage of the subject may have led to some unfortunate lapses in the quality of the submissions. In particular the conclusions drawn do not appear in all cases to follow from the findings. This contention is illustrated by the errata sheets issued by the Wentworth municipalities in which some insupportable conclusions were altered to make them more acceptable. We trust that the Review Commission will examine and take note of the position in assessing the merits of the Wentworth presentation.

3 THE POSITION ON PLANNING

A Justifiable Planning Structure

There are two main themes in the Wentworth municipalities' submissions. The first is that the proposed regional development pattern responds to accepted principles of good planning, mainly because it fairly represents the separate growth interests of the individual municipalities. In particular, the designation of the various new industrial areas is held to be desirable because each municipality will receive industrial development, and because the specific designated locations represent good planning. The second main theme concerns the importance of distinguishing between regional and local planning interests and providing for the regional interest in planning to be exercised by an upper-tier regional government.

In response to these positions, we refer first to the planning finding included in our submission that there are serious questions as to the likely level of growth projected in the recommended development pattern. It is far from certain that the Region will require as much development land as proposed, since the Region's forecast is more optimistic than other growth projections. Our viewpoint is reinforced by the fact that all of the new industrial districts, irrespective of location, are assumed to be developed at a uniformly low employment density of five workers per acre. It is also part of our planning evidence that, if this much industrial land is in fact needed, it would be more advantageous from a number of important planning considerations to designate a new industrial area to the north of Hamilton Airport rather than the proposed industrial areas at Clappison's Corners and West Ancaster, and the full extent of the proposed development area into Glanbrook.

Again our planning evidence indicates that the general validity of the proposed development pattern is in question. As Hamilton's submission has stated and as has been acknowledged in the Wentworth submissions, it is likely that a guiding principle in the plan has been an explicit desire to satisfy the individual development objectives of each of the area municipalities. It can be seriously questioned whether this amounts to the same thing as representing the overall region-wide interest.

Aside from the question of objectives, our investigations have led us to conclude that the planning system has been operating well in Hamilton-Wentworth. The generally good results with respect to rural planning and protection of the natural environment are cases in point. We suggest also that there has been good coordination between plan preparation, development processing, and provision of services and that, at least within Hamilton, a consistently good standard of local planning performance prevails.

Neighbourhood planning is carried out systematically and effectively. The overall Official Plan has been up-dated in a business-like fashion. Development processing within the City is being carried out in an efficient and responsible manner. All this has been taking place despite the rather unusual arrangement by which Hamilton is not directly responsible for its own planning administration.

Why has planning performance within Hamilton been so strong? There appear to be several reasons.

The first reason is that the persons operating the planning services are part of a single organization. Issues and problems concerning planning in Hamilton are usually ironed out internally which is not the case in the conventional two-tier planning structure. In effect, the system in Hamilton at least, is operated largely as though it were a single-tier system. And it works because the persons operating the system seem determined to make it work.

A second reason for the planning successes is the tolerance exercised and the restraint maintained in planning decisions by the elected representatives.

The third, and perhaps the most important reason is the fact that the great bulk of the Region's planning activity is concerned with development matters within Hamilton. There is little doubt that planning in Hamilton had reached a high level of performance in the years immediately preceding the formation of the Region. Sound procedures were established and they have continued to be carried out, largely by the same people who were involved earlier in Hamilton planning. In other words, by placing Hamilton's local planning activity with the Regional planning agency a satisfactory level of performance and a satisfactory public image for the regional planning department was virtually assured.

Most of the actual planning activity in the Region is, in a de facto sense, one-tier planning. This reflects the fact that in reality most if not all of the planning issues to be dealt with are by any reasonable definition single-tier rather than two-tier concerns.

The main issues that will have to be resolved, such as transportation and housing, are largely the matters of prime concern to Hamilton. For example, the major transportation questions that will have to be dealt with as development proceeds are to be found almost entirely within the City's boundaries, except for inter-regional questions that are mainly a Provincial concern.

With Hamilton accommodating over 80 per cent of the urban area population, accounting for nearly 90 per cent of the urban employment, and embracing 75 per cent of the developed urban area, it is clear that an overwhelming proportion of the planning decisions have taken place, and must be expected to take place, inside the City. The question then is whether there is a useful purpose in having Hamilton Council's planning decisions reviewed by a second body on which Hamilton has, but does not necessarily exercise,

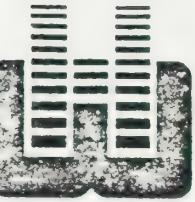
majority representation. Can the basic function of coordinating local planning decisions best be discharged by a supervening upper-tier body, or by a single-municipal council functioning throughout the urban development area, and probably beyond? We believe the answer is clear, that a single council provides the appropriate focus for decision-making in Hamilton-Wentworth's circumstances.

It is a fact that the Hamilton area is unique, as compared to other governmental regions. When the specific issues concerning land use, transportation and housing are examined carefully, it is evident that there are in fact, two distinct levels of planning concern. These are not, as in the conventional two-tier system, region-wide and local. The distinction rather is between metropolitan-wide concerns on the one hand, and neighbourhood or community concerns on the other. Hamilton's stand is that the planning system should be structured to reflect this unique regional position. To do so requires:

1. A single planning staff that can develop coherent reports and recommendations.
2. Machinery that enables neighbourhood and community interests to be determined and articulated.
3. A single elected council that can make consistent planning decisions over the entire urban and any associated rural area.

Potential Conflict of Interest

Your Review Commission has been made aware of the differing positions taken by Dundas and the remaining Wentworth municipalities respecting the use of the Region's planning staff for local planning services. The submission put forward on Page IV-2-6 that the area municipalities of Ancaster, Stoney Creek, Flamborough and Glanbrook should not purchase planning services from the Region because of a conflict of interest between the regional and area perspectives, indicates an anomalous situation that is further pointed up by the letter reproduced on the following pages. It was addressed to the Mayor of Hamilton on February 13th last by the Chairman of the Region's Planning and Development Committee.



THE REGIONAL MUNICIPALITY OF
HAMILTON
WENTWORTH

February 13, 1978

Mayor Jack A. MacDonald
City of Hamilton
City Hall
Hamilton, Ontario

Dear Mayor MacDonald:

Re: Co-operation between Regional
and Local Planning and
Development Staff

It has come to the attention of the Regional Planning and Development Committee that additional information regarding Development Applications may be available at the Regional level which would be of assistance to Local Municipalities in their deliberations on these applications.

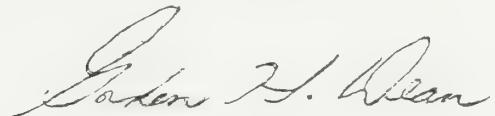
To avoid possible misunderstanding and delays, the Regional Planning and Development Committee has directed the Regional Planning and Development Department to aid and advise your Council and staff in any manner in which you request, regarding Development Applications which require Regional comment or approval. It is urged that such requests for information be made prior to the handling of these applications by the Local Council in order that the Council may have as nearly as possible all the relevant information at its disposal to aid in making its decision. This procedure will also assist the Regional Planning and Development Committee in its consideration of the applications.

We realize that, in many cases, this procedure is already being followed and has worked well, but point out the need for this early co-operation, so as to provide the fullest possible amount of information at all decision-making levels, and also to deal fairly and efficiently with all development applications.

It is understood that your Municipality receives planning services from the Regional Municipality of Hamilton-Wentworth and, therefore, the above may not be applicable in your instance.

Should you have any questions regarding this matter, the Regional Planning and Development Committee would be pleased to deal with them.

Yours very truly

A handwritten signature in cursive ink, appearing to read "Gordon H. Dean".

Gordon H. Dean
Chairman
Planning and Development Committee

GHD:lmj

Successful Neighbourhood Planning

The municipal service for which neighbourhood participation is perhaps most important is planning. In this key area Hamilton's performance is indeed notable.

Throughout Hamilton there are no less than 126 planning units. They cover small residential, commercial, industrial and open space areas or, where the areas are too large, portions of such areas. Each planning unit takes in approximately 200 acres. Each residential or partially residential planning unit has a name. All planning units have a role to play in Hamilton's planning process.

The first residential neighbourhood planning units were established in 1968 covering the extensive lands annexed to the City in 1960. The formation of these planning units took place in the year in which the lands in question were scheduled for development.

In 1970, further neighbourhood planning units were established in the older areas where pressure for development or redevelopment was being encountered. Most of the new units formed at this time were in the lower City.

In the parts of Hamilton that were developed 20 to 25 years ago, development is ordinarily complete and redevelopment lies in the future. In such areas there is little if any need for a neighbourhood plan. The only un-met land use need is likely to be for park land. There are ordinarily no pressures for development in such areas and no citizen conflicts as to land use. For the benefit of these and other areas throughout the City, Hamilton has prepared a detailed parks inventory. It is now carrying out a parks needs study within the areas where there is no neighbourhood plan.

In developed areas where neighbourhood planning is needed, a questionnaire is sent out to all the adult residents in each area as the means of finding out their feelings about neighbourhood problems and issues. A committee of local citizens is formed. It includes a local alderman and staff planning advisors. With such input, a plan is prepared and presented at a public meeting. The neighbourhood citizens have two months to respond. Then another meeting is held, to hear and take action on their objections.

In areas that remain underdeveloped, the Hamilton planning staff takes the initial responsibility for preparing a proposed development plan which is then presented to the affected landowners.

Neighbourhood planning committees are also used in carrying out the neighbourhood improvement programs (NIP) that are assisted by the Provincial and Federal Governments.

The people's response to the residential neighbourhood planning program has been notably strong. Citizen participation is of course highest in areas where issues and conflicts abound. But the extent of citizen participation has been up to expectations almost everywhere. Occasionally after the neighbourhood plan has been completed, the local citizens committee has continued in existence informally in order to monitor the authorized development. An example is the Durand Neighbourhood south of the City Hall, bounded by Queen St., Main St., James St. South and the Escarpment.

In 1973, the Canadian Federation of Mayors and Municipalities named Hamilton "Community of the Year" and gave the City its Canada Committee Award. The citation read "for initiating a bold program of neighbourhood planning." This accomplishment should further put to rest the suggestion that local citizen participation is strong in the suburbs but lacking in the central City.

4 FIRE SERVICES UNIFICATION

During the hearings Hamilton was asked if it might be able to estimate the difference in cost for fire protection between the combination of full-time and part-time fire fighters now to be found in Dundas, Ancaster and Stoney Creek and complete staffing by full-time fire fighters. As a result of Hamilton's evidence, the requested information was re-stated to ask for the difference in remuneration involved based upon the replacement of part-time by full-time fire fighters to the extent deemed necessary in order to achieve a desirable level of protection overall.

In this supplementary submission, we propose to deal with the cost of adjustments in fire fighting personnel both within and beyond the urban boundary of the proposed unified metropolitan region. In addition, some professional opinions will be offered with respect to the location of fire stations, the implications of fire services unification for training and preventive inspections and other such matters. There will of course be some difference in the arrangements within and beyond Hamilton's proposed urban line depending upon the status of the rural areas, either as a special district within the metropolitan region or as one or separate municipalities or part municipalities.

Increased Fire Protection Spending

In the three towns there are at present 29 full-time fire fighters. It is assumed that all would be absorbed into a unified fire department at or above their present pay levels and fringe benefits. An essential related assumption is that all 29 persons concerned can meet the medical standards of the new department.

A plan for the staffing of the entire Region of Hamilton-Wentworth, assuming a unified metropolitan region including a special rural district, would require 60 additional full-time fire fighters and would make use of all but 21 of the present part-time fire fighters.

It should be noted that the actual number of part-time fire fighters is normally less than the authorized strength. The difference between the two figures is likely to be greater than in the case of full-time fire fighters. At the hearing, the number of part-time fire fighters within Hamilton-Wentworth was stated to be 272 persons. From our information that figure would seem to represent the authorized strength.

In proposing a fire department staffed by a combination of full-time and part-time personnel, it is assumed that the professional fire fighters association will be prepared to accept the combined manning of fire stations by full-time and part-time people. The assumption appears a reasonable one since the practice already exists in Ancaster, Dundas and Stoney Creek. In each of these municipalities the full-time fire fighters belong to the professional association. The same circumstances have also existed in St. Catharines.

The additional 60 persons are estimated to require an outlay for salaries and fringe benefits of \$30,000 per man for a total of \$1.8 million. In making this estimate we note that fringe benefits in the Hamilton system amount to approximately 30 per cent of the full-time fire fighter's basic pay, somewhat less in the suburban municipalities. The estimate also takes into account the need to include a number of persons with officer's rank.

Offsetting some part of the additional outlay for salaries and fringe benefits would be a reduction in the expenditures required for the volunteer or part-time fire fighters through a drop of 21 persons from the present actual number on strength. A further point is that the authorized strength might be reduced by an additional ten or more part-time personnel. We think it is reasonable in the circumstances to deduct from the anticipated expenditures

the outlays required for 25 part-time fire fighters. A conservative cost figure is \$500 per person per annum for an estimated saving overall of \$12,500.

The unification of the fire services throughout the Hamilton-Wentworth area would require the unified department to set up an additional station in the rural portion of Ancaster at some appropriate location such as Alberton or Duff's Corners. The chosen location must be suitable for the recruitment of part-time fire fighters. Ancaster is already planning a second fire station at Duff's Corners and does not now provide fully adequate coverage of the Alberton-Carluke area. Consequently it seems reasonable to show half the cost of a new station, including land and buildings, as a requirement of fire service unification. Fifty per cent of the estimated outlay for a small rural station would be at \$75,000. In addition, the station would need to be equipped. It could be supplied with a pumper truck that becomes surplus from another station through the reorganization, reducing the purchase requirement to one vehicle capable of carrying a water tank. Thus a total of \$100,000 could suffice for the land, station and purchased equipment.

The other side of the coin is the opportunity to eliminate a station that is now planned and scheduled in the capital budget for the year 1982 by the City of Hamilton for construction in the vicinity of King Street and Pottruff Road. Based on the costs of the last station built by Hamilton at Mohawk Road and Garth Street, the outlay for the land and building would run to perhaps \$640,000 while the apparatus needed to equip the new station might add a further \$90,000, for a total of \$730,000. The station could be eliminated because, under an integrated system, coverage would be available in combination from the existing Stoney Creek and Hamilton stations.

The elimination of the proposed new fire station in Hamilton would also reduce the manpower requirements by 18 full-time fire fighters. At \$30,000 per annum, the saving in manpower costs would be \$540,000.

Summarizing, the net change in expenditures through fire service unification would be as follows:

| | |
|---|-------------------|
| Additional full-time fire fighters - | |
| 60 @ \$30,000 | \$1,800,000 |
| Less reduction in part-time personnel - | |
| 25 @ \$500 | <u>12,500</u> |
| | 1,787,500 |
| Plus cost of tanker and 50% share of new rural station | <u>100,000</u> |
| | 1,887,500 |
| Less cost of new urban station and equipment | <u>730,000</u> |
| | 1,157,500 |
| Less cost of manning new urban station | <u>540,000</u> |
| | <u>\$ 617,500</u> |

Plan of Reorganization

Next we present a brief description of the plan of reorganization on which the above cost figures have been based.

The Dundas fire station employs 16 full-time fire fighters and has 20 volunteers. Two additional full-time fire fighters would be added, while the number of part-time fire fighters would be permitted to drop back to 12. Some of these persons who might wish to continue could probably be attached to the Greenville station. In any event, the cost of maintaining temporarily more than the required strength of volunteers would not be great.

The Dundas company of full-time fire fighters would man a pumper and the volunteers a tanker. The addition of full-time fire fighters at the Dundas station and the reduction in the required number of volunteers would be associated with some reduction in the protection responsibilities assigned to the Dundas station. The present aerial truck operated from the Dundas station would be relocated at the Norfolk station and the aerial truck from that station

would be transferred elsewhere. The Norfolk station would serve as a back-up station to the Dundas station.

The Greenville station would be maintained as a volunteer fire department. It would continue to serve Greenville and the existing area of coverage within Flamborough, either as part of the same municipality or under a contractual arrangement. The Greenville station would benefit through the back-up support from the Dundas station with its round-the-clock complement of full-time fire fighters to man the station's pumper truck.

The present station in urban Ancaster would have one pumper truck and a tanker truck for fires beyond the water area. Ten full-time fire fighters would be added to the existing full-time personnel in order to provide a round-the-clock coverage by full-time fire fighters. The present 16 volunteers would be retained in the Ancaster system. They would man the tanker as needed and might assist with the ambulance service and take on other duties.

Sixteen additional volunteers would be recruited as a brigade to serve rural Ancaster from a location on the edge of or outside the present urban area. Rural Ancaster already buys fire protection from Flamborough into the southwesterly portion of the municipality as far as the T.H. & B. Railway line. Such purchased protection might be extended somewhat further. A contract for service might also be made with the Mount Hope Fire Station which would come within the urban metropolitan area and be part of the metropolitan region, whether or not the rural area chose to be included. Thus the requirement for a fire station in Duff's Corners or Alberton is desirable but perhaps among the less urgent reorganizational needs.

Within present Glanbrook, there is a fire station serving the airport itself. That arrangement would remain undisturbed. The present Glanbrook station at Mount Hope would continue as a volunteer service with its existing 24 part-time men. The protection available from the Mount Hope Station would

be considerably enhanced by bringing in eight permanent fire fighters to work with the 24 present part-time fire fighters in manning a pumper truck located in the station.

In assuming that substantial dependence upon volunteers is satisfactory for Mount Hope, we are viewing the protection requirements under existing conditions. It is not known how much the expansion of the airport will enlarge the Mount Hope settlement, based upon the availability of improved piped water and sewer services, or how soon this development will take effect. Meanwhile fire protection requirements will have to be re-evaluated in relation to such a development.

Protection for Satellite City will come eventually from a new station at Upper Ottawa St. and Stone Church Road. Meanwhile the area can be served from the Stoney Creek's No. 3 Station.

In Stoney Creek, 31 full-time fire fighters would be added to the present five operating out of Number One Station. The purpose would be to provide the two contingents of full-time fire fighters round-the-clock in order to protect an area that is heavily populated and includes some large properties. The station would respond to alarms across the present boundary into Hamilton. This additional staffing of the Stoney Creek main station is essential in order to dispense with one new station that has been planned for the immediate future in an adjacent location within the present City. The main station in Stoney Creek would be equipped with an aerial truck and a pumper. The two remaining stations at Winona and on the Mountain, each of which serves areas that are more lightly populated, would continue to be manned by part-time personnel.

The organization so far described accounts for the addition of 53 full-time fire fighters. Over and above that number the reorganization would necessitate the appointment of three new district chiefs, three fire inspectors and one training officer. This additional full-time recruitment would greatly strengthen the resources for fire prevention and fire protection of both full-time and part-time fire fighters serving throughout Hamilton-Wentworth.

Benefits of Unification

The unification of the fire fighting services throughout the new metropolitan region would provide for much improved fire protection, whether or not jurisdiction is extended throughout the areas designated to remain rural.

1. A unified fire department can achieve a degree of planned cooperation in the deployment of manpower initially and in the back-up protection services between stations that is plainly not possible under a system of mutual aid that operates with the best will in the world.
2. The metropolitan region has the financial capability to finance new fire stations and the necessary supporting capital equipment as these investments are made necessary by urban development and population growth. The same is not true to an equal extent when the growth is occurring in part in smaller municipalities on the fringes of the main urban area.
3. Equipment reserves can be reduced because these can be made available as required in alternative locations. Today reserve equipment is needed in each of the local municipalities concerned.
4. Unification of the fire department would permit certain services to be established to serve the whole area. These would include a single well-planned and equipped shop for vehicles and other equipment, one communications centre, and so forth.
5. The training of both full-time and part-time fire fighters could be organized and conducted at a high standard to serve the whole metropolitan region.
6. Familiarization tours and protective inspections of institutional, industrial, commercial and residential

properties ordinarily constitute a greater proportion of the work of fire departments in the large urban municipalities than in the smaller centres. A unified fire service could develop and extend these prevention operations and could concentrate the efforts where they are most required throughout the whole urban and urbanizing area.

5 TAX BASE REQUIREMENTS

The form of restructuring that Hamilton is now seeking is a unified metropolitan region that distinguishes the urban and urbanizing metropolis from the rural hinterland, whether or not the two are to form parts of the same regional municipality. The objective of setting strict geographic limits on urban expansion is to control the cost of infra-structure servicing and to take proper account of the dependence for servicing of large-scale urban developments upon access to a large body of water, preferably close at hand, to provide a volume source of potable water and a safe means of discharge for treated sewage effluent. As we have said, Hamilton is prepared, and indeed prefers, to have the predominantly rural parts of Hamilton-Wentworth that lie beyond the proposed urban development limit continue within the same regional municipality under a unified form of government. If the rural areas choose to separate, Hamilton takes the position in unequivocal terms that the regional government should withhold piped water or sewer services from all lands outside its boundaries.¹ Similarly, if the continuing rural areas form part of the restructured region, they should be denied piped services for the foreseeable future. This firm position is taken in the belief that such a policy will help to preserve farm land in the large blocks that are most viable and maintain rural communities that are capable, if they choose, of forming one or more independent rural municipalities.

At the hearings, one of the planners giving evidence for the Wentworth municipalities took the position that Glanbrook had an unbalanced tax base and a

1 See page 110 of the Hamilton Submission.

dependence upon regional government for its financial well-being because all but 10 per cent of its assessment was farm or residential. Again, speaking of Ancaster, the same planner remarked, "You would have to say 90 per cent residential and farm is an unbalanced tax base." Likewise in oral evidence for the Wentworth municipalities it was said that "development pressures forced Waterdown to seek piped water from Burlington." Similarly the elected representative appearing for the two most rural municipalities took the position that each must seek urban development on piped services in order to have a strong tax base. Finally, the same theme was echoed in the summation by the Wentworth counsel. His position was that Hamilton's proposal would undermine the viability of the rural area because it would have to negotiate service agreements for sewer and water.

In the Hamilton submission reference was made to the pilot study of country-side planning performed for the Provincial Government recently in the County of Huron and the conclusion drawn from that study was that Huron's viability did not depend upon injections of urban development into the farming areas.

Table 1 which follows compares the assessments for 1977 taxation in the portion of Hamilton-Wentworth outside our proposed urban service limit with assessments in the County of Brant and the County of Huron. In the latter two municipalities the divisions between rural and urban are by type of municipality and the rural areas may therefore contain more than the expected amount of urban development. The rural municipalities in Brant contain almost 24 per cent of commercial and industrial assessment but they also have close to 36 per cent farm assessment. Undoubtedly, this latter assessment component helps to produce within the townships in Brant the highest equalized per capita assessment among the five municipal areas separated out in the tabular presentation. It is noteworthy also that the rural municipalities in the County of Huron have a higher per capita assessment than the urban municipalities, although they contain only 7.1 per cent commercial and industrial assessment.

TABLE 1

COMPARISON OF TAXABLE ASSESSMENTS
WENTWORTH RURAL COMMUNITY, COUNTY OF BRANT
COUNTY OF HURON

1976 Assessment for 1977 Taxation

| | Percentage Breakdown | | | | Total Equalized Per Capita \$ |
|------------------------------|---------------------------------|-----------|------------------------------|-------------------------|--|
| | Commercial & Industrial % | Farm % | Non-Farm Residential % | Total ² % | |
| Wentworth Rural Community | 17.1 | 23.2 | 60.6 | 100.0 | 9,462 |
| County of Brant | | | | | |
| Rural | 23.9 | 35.7 | 40.3 | 100.0 | 10,606 |
| Urban | 37.1 | | 62.9 ¹ | 100.0 | 6,707 |
| Total | | | | | 9,679 |
| County of Huron | | | | | |
| Rural | 7.1 | 68.7 | 24.2 | 100.0 | 7,481 |
| Urban | 33.7 | | 66.3 ¹ | 100.0 | 6,747 |
| Total | | | | | 7,178 |

¹ Combined.

² May not add due to rounding.

Table 2 gives a breakdown of the assessment in the rural and urban municipalities within the County of Brant. The position of the Township of Onondaga is noteworthy. With only 2.5 per cent commercial and industrial assessment it has a decidedly strong equalized per capita assessment. Its position in per capita terms is far stronger for example than that of the Town of Paris, the final municipality in Table 2.

Tables 3A and 3B provide assessment breakdowns throughout the County of Huron. Note first that the equalized per capita assessment for all the rural municipalities combined shown on Table 3A exceeds the combined assessment for the urban municipalities (Table 3B) by about 11 per cent. The commercial and industrial assessments throughout the urban municipalities account in total for more than one third of the taxable assessment, whereas in the rural municipalities the equivalent figure is scarcely more than 7 per cent. Indeed, with the sole exception of the Township of Stephen, no township has more than 10 per cent commercial and industrial assessment, while nine of the sixteen townships in Huron have less than 5 per cent commercial and industrial assessment. Among the latter nine municipalities are two of the three in Huron with equalized per capita assessments in excess of \$10,000.

What the detailed breakdown of assessments within the County of Huron clearly demonstrates is that the commercial-residential ratios applicable to urban municipalities are not at all suitable for measuring the viability of rural municipalities. Furthermore, a point of note is that a number of such rural municipalities can and do have particularly strong tax resources in relation to their populations. They do not need to be drawn into fostering commercial and industrial development in order to become or remain viable.

Another significant fact is that, on a per capita basis, the Wentworth rural community has a much stronger tax base than either the Town of Paris in Brant or all but one of the ten towns and villages in Huron. It is Hamilton's

TABLE 2

ANALYSIS OF TAXABLE ASSESSMENTS, COUNTY OF BRANT

1976 Assessment for 1977 Taxation

| Rural Municipalities | Percentage Breakdown | | | | Total Equalized Per Capita \$ |
|-------------------------|---------------------------------|-----------|------------------------------|-------------------------|--|
| | Commercial & Industrial % | Farm % | Non-Farm Residential % | Total ¹ % | |
| Brantford | 36.2 | 21.0 | 42.8 | 100.0 | 11,974 |
| Burford | 10.0 | 54.9 | 35.0 | 100.0 | 9,633 |
| Oakland | 12.1 | 41.9 | 45.9 | 100.0 | 7,709 |
| Onondaga | 2.5 | 64.7 | 32.9 | 100.0 | 9,613 |
| South Dumfries | 19.3 | 38.7 | 42.0 | 100.0 | 10,122 |

| | | | | | |
|-----------------------------------|------|------|------|-------|--------|
| All Rural Municipalities Combined | 23.9 | 35.7 | 40.3 | 100.0 | 10,606 |
|-----------------------------------|------|------|------|-------|--------|

| Urban Municipality | Percentage Breakdown | | | Total Equalized Per Capita \$ |
|--------------------|---------------------------------|------------------------------|------------|--|
| | Commercial & Industrial % | Residential and Farm % | Total % | |
| Paris | 37.1 | 62.9 | 100.0 | 6,707 |

1 May not add due to rounding.

TABLE 3A

ANALYSIS OF TAXABLE ASSESSMENTS, COUNTY OF HURON

1976 Assessment for 1977 Taxation

| Rural Municipalities | Percentage Breakdown | | | | Total Equalized Per Capita \$ |
|-----------------------------------|---------------------------|--------|------------------------|----------------------|-------------------------------|
| | Commercial & Industrial % | Farm % | Non-Farm Residential % | Total ¹ % | |
| Ashfield | 2.3 | 72.5 | 25.2 | 100.0 | 11,039 |
| Colborne | 8.5 | 59.2 | 32.3 | 100.0 | 8,038 |
| Goderich | 9.3 | 60.7 | 30.1 | 100.0 | 7,398 |
| Grey | 2.6 | 86.9 | 10.5 | 100.0 | 7,171 |
| Hay | 7.4 | 61.0 | 31.6 | 100.0 | 11,571 |
| Howick | 5.3 | 70.7 | 24.0 | 100.0 | 5,793 |
| Hullet | 4.1 | 83.2 | 12.7 | 100.0 | 6,767 |
| McKillop | 1.7 | 89.6 | 8.7 | 100.0 | 8,050 |
| Morris | 3.1 | 84.0 | 12.9 | 100.0 | 6,302 |
| Stanley | 3.4 | 68.8 | 27.8 | 100.0 | 10,120 |
| Stephen | 20.8 | 43.4 | 35.8 | 100.0 | 7,384 |
| Tuckersmith | 9.5 | 54.7 | 35.8 | 100.0 | 5,897 |
| Turnberry | 6.9 | 72.6 | 20.5 | 100.0 | 5,839 |
| Usborne | 3.6 | 82.1 | 14.3 | 100.0 | 7,618 |
| East Wawanosh | 2.9 | 86.6 | 10.5 | 100.0 | 7,044 |
| West Wawanosh | 2.3 | 83.9 | 13.8 | 100.0 | 5,140 |
| All Rural Municipalities Combined | 7.1 | 68.7 | 24.2 | 100.0 | 7,481 |

1 May not add due to rounding.

TABLE 3B

ANALYSIS OF TAXABLE ASSESSMENTS, COUNTY OF HURON

1976 Assessment for 1977 Taxation

| <u>Urban Municipalities</u> | <u>Percentage Breakdown</u> | | | <u>Total Equalized Per Capita</u> \$ |
|--------------------------------------|---|--------------------------------------|-------------------|---|
| | <u>Commercial & Industrial</u> % | <u>Residential and Farm</u> % | <u>Total</u> % | |
| Clinton | 26.0 | 74.0 | 100.0 | 5,030 |
| Exeter | 29.9 | 70.1 | 100.0 | 6,748 |
| Goderich | 39.3 | 60.7 | 100.0 | 8,279 |
| Seaforth | 30.7 | 69.3 | 100.0 | 4,998 |
| Wingham | 32.9 | 67.1 | 100.0 | 6,785 |
| Bayfield | 9.5 | 90.5 | 100.0 | 10,765 |
| Blyth | 23.5 | 76.5 | 100.0 | 4,760 |
| Brussels | 25.8 | 74.2 | 100.0 | 4,483 |
| Hensall | 59.3 | 40.7 | 100.0 | 7,031 |
| Zurich | 21.4 | 78.6 | 100.0 | 5,167 |
| All Urban Municipalities Combined | 33.7 | 66.3 | 100.0 | 6,747 |

submission that the Wentworth rural community is viable today and can remain so without further extensions of piped services into this predominantly rural area.

One of the aims of restructuring is to eliminate the smallest and weakest municipalities by bringing such municipalities together into larger municipal units. The Wentworth area has already undergone this change. Flamborough and Glanbrook must be recognized as stronger municipal entities than the smaller municipalities from which they were formed, and there is no evident desire to revert to the smaller units from which each sprung. In total and in per capita strength, their assessments have been made more acceptable by a pooling of resources.

6 RESTRUCTURING PRINCIPLES AND PRACTICE

The Wentworth submissions make much of the principles upon which restructuring should be based as developed by the Ontario Committee on Taxation and endorsed and extended by the Provincial Government in its Statement, Design for Development Phase II, comprising speeches in the legislature in late November 1968 by the then Prime Minister, the Honourable John Robarts, and in early December by the then Minister of Municipal Affairs, the Honourable W. Darcy McKeough. For example, on Page II-1-3-8, they quote from the Minister's speech: "Regional Government representation will be based on population", and submit on the following page that any recommendations for improvements in the structure of the Hamilton-Wentworth Region must conform with this criterion. The Wentworth spokesmen at the hearings had some difficulty reconciling this particular requirement with the recommendation, on Page III-3-23, that:

The Regional Act be amended to provide an orderly method of adjusting representation on Regional Council in line with population changes as are projected for the Town (sic) of Stoney Creek, Ancaster and Dundas.

especially when followed, not by a recommendation to increase Hamilton's representation in like manner, but to curb Hamilton's voting strength by a proposed two-thirds vote requirement if a majority of the area municipalities oppose a particular motion.

Background

The Ontario Committee on Taxation differed from the Prime Minister and the

Minister of Municipal Affairs on two important aspects of the restructuring proposals.

The Committee believed that restructuring should be studied and planned comprehensively for the entire Province before action was taken to implement restructuring changes in particular parts of the Province.

The Prime Minister and the Minister of Municipal Affairs took the position that restructuring should proceed first in those parts of Ontario where pressures for change were greatest. They were most concerned to make boundary changes in the areas of rapid urban expansion such as the Golden Horseshoe area. They were also concerned to deal with regions where economic development was suffering some disadvantage such as the Lakehead area. Their approach has been beneficial in tackling the most urgent structural needs but it has narrowed the options for structural change in adjacent locations. Brant County is a prime example.

The other important difference between the positions of the Provincial ministers who enunciated Design for Development Phase II and the Ontario Committee on Taxation was as to the approach that should be taken to lower-tier restructuring within two-level municipal systems.

The Tax Committee pointed out that the process of large-scale annexations and amalgamations had been very successful in enlarging and consolidating the single-tier and lower-tier municipal units (the cities, towns and urbanizing townships) since the end of the Second World War. In this development, the Ontario Municipal Board had played the principal role.

A third difference in emphasis emerged as a consequence of the policy position announced by the two government leaders that, in two-level regions, lower-tier restructuring should proceed concurrently with upper-tier restructuring. That decision led to the enunciation of the principle, "in cases where there

are to be two tiers of Government within a region, both tiers should be designed with the same criteria"² and to the emphasis upon the urban-centred region. While this criterion encouraged the inclusion of a mixture of urban and rural areas within a single lower-tier municipality, it has not always been the policy. It was not followed, for example, in the most recent restructuring, that undertaken throughout the County of Oxford.

The Report of the Ontario Committee on Taxation recognized that there should be three categories of regions in southern Ontario, namely, the urban, urbanizing and county regions. Thus the urban and urbanizing regions would not include as large a proportion of rural territory as the county regions. The Tax Committee was satisfied that its "balance" criterion could be achieved satisfactorily in each of the three types of regions.

The Tax Committee also contemplated two forms of regions, two-level municipal systems and unified single-tier systems.

The text of the Tax Committee's Chapter 23 was quite restrained in dealing with the choice between unified and two-level regional systems, and for a very good reason. The Ontario Government had embarked upon a series of local government reviews and was pondering the report resulting from the first of these reviews in Ottawa-Carleton. The Committee did not want to exert or seem to exert pressure upon the Government to respond in a particular way to that report or to subsequent review reports. It contented itself therefore with pointing out that unified governmental regions constituted a valid choice in restructuring. Also the maps delineating its 29 proposed governmental regions made it plain that the Sault Ste. Marie and Lakehead regions in northern Ontario and the metropolitan regions covering Toronto, Ottawa, Hamilton and London in southern Ontario were each to be closely-

2 Design for Development Phase II, Page 3 of the Statement by the Minister of Municipal Affairs.

contained urban regions. That the Committee believed that each could operate successfully as a unified metropolitan region must have been a natural presumption by anyone paying close attention to the wording of Chapter 23.

The Ontario Committee on Taxation favoured direct election of its regional councils within two-level regional systems and obviously too within any unified urban or urbanizing regions that might be created. The system of elections to council proposed for a unified regional municipality serving the Hamilton-Wentworth area or the greater Hamilton area places the same emphasis on direct election and a simple, readily-understandable structure of government that is to be found in the proposals and recommendations of the Ontario Committee on Taxation in its Chapter 23.

During the hearings, one of the suburban mayors declared that his municipality "must live on within its existing boundaries". We point out that the only present municipality within the Hamilton-Wentworth Region whose boundaries remain unchanged from the days of the traditional county system of government is Hamilton itself. And Hamilton is clearly in favour of further restructuring that would involve joining Hamilton with its surrounding area. We submit that it is the clear right and responsibility of your Commission to consider such further restructuring, including the option of unified regional government.

The validity of the one-tier option has been acknowledged first in the report of the Ontario Committee on Taxation; subsequently by the Provincial Government which in 1973 made it an option for the Hamilton area; and most recently in the combined submissions of the five Wentworth municipalities where a number of references are made to the single-tier option for regional restructuring.

Winnipeg Experience

In response to the request of your Commission, we have looked further into the experience of Winnipeg with unified metropolitan government. We have

considered three questions the answers to which may be of assistance in arriving at sound structural arrangements for the Hamilton Region. Each is taken up in turn.

What has been the success of the community committees within the Winnipeg structure? According to our information, the community committees within the Winnipeg system have experienced varying success from one committee to another. Some have been active, well-organized and well-supported by resident advisory groups. Others have been less active and have responded in a perfunctory manner to their statutory responsibilities.

The local counsellors in some areas have not responded favourably to the community committee arrangement. They have had their own ways of determining public opinion and deciding the positions to take in council on municipal issues and they have responded grudgingly at best to this requirement.

The particular structure that was created to give the community committees a significant role in municipal government produced a council that might be described as a mini-parliament. Continuation of this large council was supported by the Taraska Commission chaired by Judge Taraska and with Allan O'Brien and Earl Levin as members. But such a large council was not favoured by the government of the day and, as a result, the numbers were reduced. The community committee structure was amended to conform with the reduced total number of aldermen, and the community committee responsibilities were diminished.

Hamilton's proposal for a community committee structure is built around a council of manageable size. The deemed importance of the district council proposed for the new regional government in Hamilton-Wentworth is recognized in a structural way by providing that the chairman is to be an alderman elected throughout the four wards comprising the district and serving ex-officio as chairman of some standing committee and as a member of the Regional Municipality's Executive Committee. Thus the key people in the

representative municipal system are brought into touch with the people in the six or seven districts that would comprise the regional municipality.

Has the form of the municipal structure in Winnipeg contributed to continuing animosities between and among the old City of Winnipeg and the cluster of suburban municipalities that surround it? It is not possible to provide a definitive answer to this question. It is plain that animosities have persisted, to some degree. On the other hand the evidence would seem to suggest that the suburban areas are pleased with the representation that they have been given and have therefore accepted with good grace the unification of government throughout Metropolitan Winnipeg. There was protection for the use of the French language built into the Winnipeg Charter and it helped to ensure the complete cooperation of the St. Boniface area with the unified governmental system.

Obviously what occurred in Metropolitan Winnipeg was influenced by the personalities involved in municipal government at the time of the change and since. The person who became the first mayor of the new unicity was a strong performer and the performance of the municipality is said to have reflected his leadership. Unfortunately however, he bowed out of office without notice at the end of a term when nominations for the mayor's office had been closed. Thus persons who might have been strong contenders for his position were not even nominated. This particular incident obviously has had some bearing on Winnipeg's subsequent experience with the unicity government.

Is there any truth to the suggestion that dissatisfaction with the unicity municipal structure might lead to a reversion to a two-level system of government? From our enquiries, there would appear to be no visible evidence of any desire to revert to a two-level system. There has certainly been some questioning of the step taken by the Schreyer government to reduce the number of members on council, in opposition to the position taken by the Taraska Commission in its report. How strong such feeling is at the moment is not known.

Local Boards

We have been asked to comment on the relationship of local boards to our proposed regional government structure and, in particular, to indicate whether those local boards that do exist, such as the library board, would each exercise jurisdiction throughout the entire region.

In the time at Hamilton's disposal, the committees of appointed officials and elected representatives did not address themselves to the question of the place of local boards in the municipal system, beyond agreeing that the regional council should be aware of the performance of all such boards through the assignment of responsibility to the standing committess of council to maintain appropriate liaison with them. We have not had sufficient time to expand upon or modify that position.

With respect to the library board question, we suggest that it would be possible to divide the Regional Municipality into parts and create separate library boards to serve each. For example, there could be a board responsible for the library services within each district. Such an arrangement does not however strike us as entirely practical bearing in mind the key role that the central library is expected to play not only within the regional municipality but also throughout the County of Brant and the Halton Region.

In a municipality where there are two or more arenas, it is common practice to put an arena board in charge of each. The same arrangement could be extended to the public library services. Thus a public library board could be named to take responsibility for the present Dundas Library, for each branch library within present Hamilton, and so forth. We are not inclined to favour such an arrangement because it would not seem to provide for the required amount of coordination of the service throughout the Region. On the other hand, we think it could be very useful to set up advisory bodies attached to each branch library and reporting both to the municipal library board that serves the new region and, where appropriate, bringing matters to the

attention of the District Council concerned. Such advisory bodies would perform a function similar to the resident advisory groups that have lent support to the work of the community committees in Winnipeg.

Decentralized Administration

In operating a unified municipal structure, we consider it important that the administrative staff be decentralized to the extent needed to make the Region's services known to and properly accessible to people everywhere throughout the Region. In this connection we suggest that with the introduction of unified regional government careful consideration be given to the most appropriate use or uses that can be made of existing municipal accommodation in Stoney Creek, Ancaster and Dundas.

Community Identity

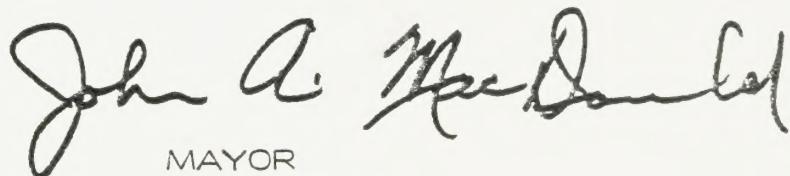
According to Hamilton's plan, the unified regional municipality would contain from 24 to 27 wards grouped into six or seven districts. This electoral arrangement affords an excellent opportunity to protect not only the emotional sense of community felt by so many but to preserve and strengthen the real bonds of family and friendship that have been forged through the years and that have much present meaning. Our debt to the past and our commitments to the future can be acknowledged in names that record the history and capture the spirit of the many parts of this great metropolis. For the wards we suggest intimate local names such as Dundas, Westdale, Corktown, Roxborough, Rosedale, Red Hill, Stoney Creek, Winona, Mount Hope and Ancaster. For the districts we propose names with a wider connotation, some no longer in active use. Our list might include Dundurn, Gore, Barton and Saltfleet.

IN CONCLUSION

In closing this supplementary submission, we repeat Hamilton's offer to cooperate in every possible way towards facilitating the heavy responsibilities borne by your Commission and required to be discharged within such a short time span. The resources of the municipal corporation, including the full cooperation of its elected representatives are at your further disposal.

All of which is respectfully submitted,

Council of the Corporation of the City of Hamilton



A handwritten signature in black ink, appearing to read "John A. McDonald".

MAYOR

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